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ABSTRACT

A series of recommendations by the Ad Hoc Committee on Community College Transfer of the California Postsecondary Education Commission is presented. Following introductory material reviewing the Committee's efforts to examine transfer problems in California, part one affirms the key importance of the transfer function of the community colleges and provides a context for the inquiry. Part two deals with methods of improving the high school preparation of transfer students, providing a discussion of the dilemma of the open-door college and addressing institutional, statewide, and intersegmental efforts to strengthen high school preparation. In part three, a discussion and recommendations are provided with regard to assessing, identifying, and counseling potential transfer students. Part four offers a series of recommendations for assuring adequate community college transfer offerings, emphasizing the availability and quality of course offerings, defining baccalaureate-level and other courses, looking at differences among community colleges, and considering issues of program oversight and review. Part five focuses on improving information for students about transfer. In part six, recommendations for coordinating enrollment planning are presented with respect to intersegmental arrangements, undergraduate enrollment planning, course and program coordination, and occupational courses and programs. Finally, part seven underscores the importance of basing transfer policy on information. Appendices include a report on student flow in California postsecondary education and an annotated bibliography of research reports on transfer. (LAL)

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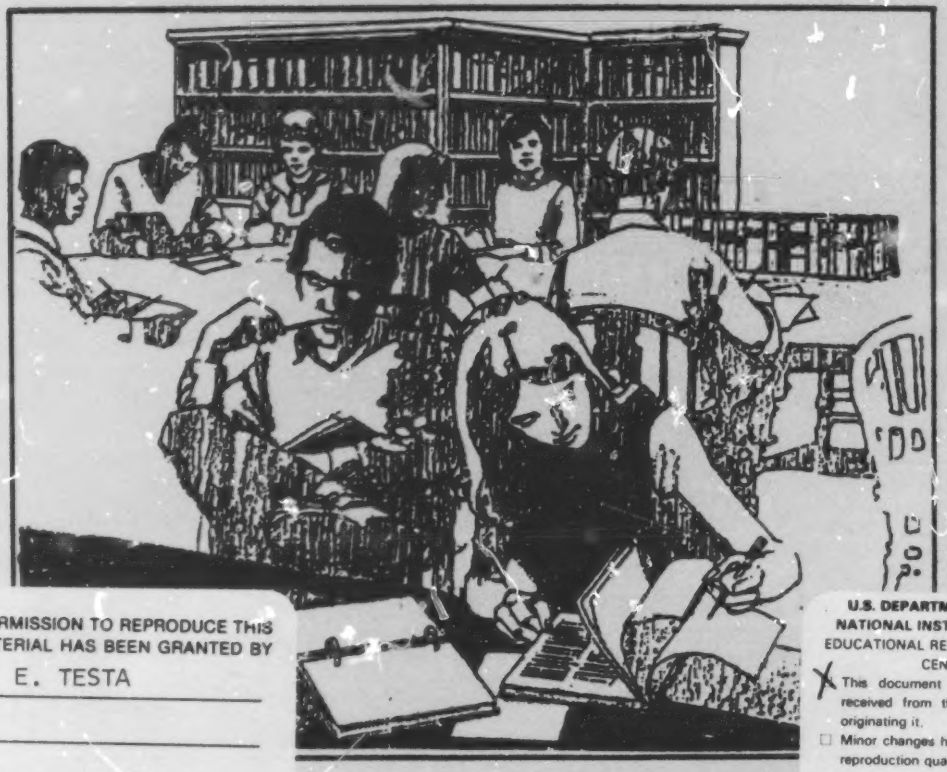
REAFFIRMING CALIFORNIA'S COMMITMENT TO TRANSFER

Recommendations for Aiding Student Transfer from the California Community Colleges to the California State University and the University of California



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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

The California Postsecondary Education Commission was created by the Legislature and the Governor in 1974 as the successor to the California Coordinating Council for Higher Education in order to coordinate and plan for education in California beyond high school. As a state agency, the Commission is responsible for assuring that the State's resources for postsecondary education are utilized effectively and efficiently; for promoting diversity, innovation, and responsiveness to the needs of students and society; and for advising the Legislature and the Governor on statewide educational policy and funding.

The Commission consists of 15 members. Nine represent the general public, with three each appointed by the Speaker of the Assembly, the Senate Rules Committee, and the Governor. The other six represent the major educational systems of the State.

The Commission holds regular public meetings throughout the year at which it takes action on staff studies and adopts positions on legislative proposals affecting postsecondary education. Further information about the Commission, its meetings, its staff, and its other publications may be obtained from the Commission offices at 1020 Twelfth Street, Sacramento, California 95814; telephone (916) 445-7933.

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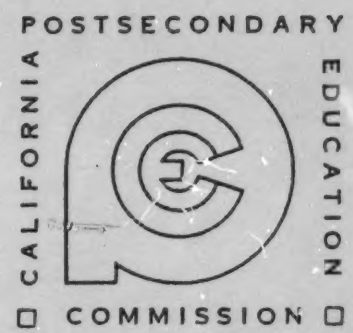
to the California State University and the University of California



CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1020 Twelfth Street, Sacramento, California 95814

Commission Report 85-15

Adopted March 4, 1985

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INTRODUCTION

The 1980s have witnessed a major resurgence of interest in the transfer function of the California Community Colleges. The Commission's appointment in December 1983 of its Ad Hoc Committee on Community College transfer was in one sense an affirmation of its belief in the continuing importance of that function as a cornerstone of California's 1960 Master Plan for Higher Education. That Commission action also underscores its feeling that the transfer function needs to be strengthened if it is to serve the State's increasing number of disadvantaged young people who have been enrolling in the Community Colleges.

In calling attention to the need for strengthening transfer, the Commission is mindful of three key conditions affecting transfer. First, the recurring fiscal crises of the Community Colleges beginning with Proposition 13 in 1978 have taken their toll even as transfer students continue to enroll and later transfer, and as their faculties continue to offer courses accepted by the universities for baccalaureate credit. Second, baccalaureate education via the Community Colleges is viewed as a continuum from at least as early as the junior high school level, in which underpreparation of college-bound students has become an ever more serious problem requiring special efforts at almost every level to improve basic skills. Third, the Commission wants to make it very clear that responsibility for making the transfer function work is intersegmental in nature and actions to strengthen the transfer function will often require the cooperation and support of all segments. Adequate and stable funding for the Community Colleges is of primary importance to all of this.

The Commission is also mindful of other, primarily demographic factors that will affect the vitality of the transfer function in the next several years. One is the decline in the number of students graduating from high school because of the lower number of births beginning in the early 1960s, together with the increasing proportions of disadvantaged Hispanic and Black students enrolled in high school, many of whom will drop out before graduation.

Of even more immediate concern is the significant decrease in Community College enrollments in Fall 1983 which was analyzed in the Commission Director's Report for January 1985. There and in the recently published 1983 update of the annual Commission report on California college-going rates, staff found alarming decreases in the number of first-time freshmen enrolled right after high school graduation, since these are the students most likely to transfer to four-year institutions. Especially alarming was the decrease in both the number and proportion of Black and Hispanic students among the first-time freshmen in the Community Colleges in Fall 1983, in spite of the continuing affirmative action efforts of these institutions.

The Commission has not been the only voice calling for renewed attention to the transfer function at this time. The Board of Governors of the California Community Colleges assigned top priority to transfer in its work plan for 1984. Its Chancellor's Office Task Force on Academic Quality has made a major contribution to improving it during the past year, and in October the analytic studies unit of the Chancellor's Office issued a helpful report on transfer trends and statistics. The Academic Senate of the Community Colleges

has also made the transfer function a major focus for its deliberations this academic year. Several legislative proposals to improve the transfer function were introduced during the 1982-84 session, but none were adopted.

In October, the Trustees of the California State University, the Regents of the University of California, and the Board of Governors, all proposed changes in their 1985-86 budget requests for a coordinated approach to increasing the flow of transfer students from the Community Colleges to the State University and the University. The Governor has included funds for such activities in each segment's budget for 1985-86.

The California Postsecondary Education Commission recognizes the value of all these efforts by California's public colleges and universities to strengthen the transfer function. In this report, the Commission seeks to encourage additional activities in three ways:

1. It attempts to put these efforts in perspective by emphasizing the basic importance of the Community College transfer function to provide access to postsecondary educational opportunity for all in California;

2. It suggests what it considers to be the essential characteristics of an effective transfer program; and

3. It offers specific recommendations to the Legislature, the Governor, and the segments about additional actions needed to increase transfer opportunities.

Some are disappointed that the report does not deal with problems or make recommendations in the areas of student financial aid and special services, particularly for EOP/EOPS transfer students. While very much aware of the need for attention in these important areas in order to strengthen the transfer function, the Committee decided that it should not anticipate the outcomes of projects in these areas that are nearing completion, in particular the analysis of policy options for the Cal Grant programs and the special task force to evaluate and make recommendations about special services and aid to facilitate the transfer of Community College EOPS students to four-year institutions.

To develop this report, the Commission created its Ad Hoc Committee on Community College Transfer in December 1983. To emphasize the intersegmental nature of the transfer problem, the following Commissioners who represent the State-level boards of the three segments of higher education were appointed to the Committee, together with three public members of the Commission, the representative of the Council for Private Postsecondary Educational Institutions, and Commission officers:

Sheldon Andelson, representing the Regents of the University of California;

Claudia H. Hampton, representing the Trustees of the California State University;

Mario Camara, representing the Board of Governors of the California Community Colleges until his term on the Commission expired in December 1984;

Peter M. Finnegan, representing the Board of Governors since then;

Darlene M. Laval, representing the Council for Private Postsecondary Educational Institutions;

Patricia Gándara, Ralph J. Kaplan, and Roger C. Pettitt, representing the general public;

Seymour M. Farber, chairperson of the Commission; and

Seth P. Brunner, vice-chairperson of the Commission.

Mr. Pettitt served as chairperson and Mrs. Laval as vice-chairperson of the Committee.

An intersegmental advisory committee consisting of the following members assisted staff in the development of the report:

Ed Apodaca, Director, Admissions and Outreach, Office of the President, University of California;

Robert O. Bess, Associate Vice Chancellor, Academic Affairs, Office of the Chancellor, The California State University (since November 1984, Vice President, Operations and Finance, California State University, Sacramento);

Ronald S. Dyste, Administrator, Specially Funded Programs, Chancellor's Office, California Community Colleges;

Ronnald Farland, Administrator for Special Projects, Chancellor's Office, California Community Colleges; and

Joan Nay, University Articulation Officer, Office of Admission and Financial Aid, University of Southern California (representing California's independent colleges and universities).

The Ad Hoc Committee's deliberations about transfer problems were aided by testimony on behalf of the segments and informed individuals and organizations on March 12, April 30, June 11, October 29, December 9, 1984, and February 4, 1985. The Commission has published the testimony from the first three of these meetings in its report, Views from the Field on Community College Transfer (1984). The Commission also published an annual Update of Community College Transfer Student Statistics (1985) and California College-Going Rates (1985). Copies of these reports are available without charge from the Commission.

Appended to the Commission report is a staff report, "The Context for the Commission's Report, Reaffirming California's Commitment to Transfer," that contains important background material for this brief policy document. The staff report should be viewed as an integral part of the Committee's work on transfer in that it provides necessary context for the conclusions and recommendations that follow.

ONE

AFFIRMING THE KEY IMPORTANCE OF TRANSFER

CONTEXT FOR THE INQUIRY

Nearly 25 years have passed since the 1960 Master Plan for Higher Education in California was adopted, in which Community College transfer was a cornerstone in the State's attempt to provide access to postsecondary education up to the baccalaureate degree for all who could profit from education beyond the high school. The Commission believes that it is timely to ask whether the transfer function is still working as it was envisioned in the Master Plan and what, if anything, needs to be done to strengthen it.

Access and Quality

The Master Plan embodied the State's commitment to both access and quality -- conditions which the Commission believes must be maintained, as evidenced in its work on student charges in response to Assembly Concurrent Resolution 81 (1982). The Master Plan was in one sense a State plan for assuring initial access to some type of postsecondary education at low cost for all California young people who wanted it by using the Community Colleges to provide lower-division instruction for an increasing number of university-eligible students seeking a baccalaureate degree. This commitment to access involved at least three assurances:

1. The Community Colleges would remain open-door institutions for all high school graduates and others at least 18 years of age who could profit from the instruction offered;

2. Community College students completing transfer programs who meet the requirements for admission to the University or the State University with advanced standing would have a smooth transition, with minimum loss of time and credit; and

3. Quality would be maintained in all segments and at all levels -- quality of (1) preparation of high school students entering the University and State University as freshmen and those in Community Colleges transferring to these segments, (2) programs at the lower- and upper-division levels in all segments, and (3) instruction, relative to academic standards.

The State's concern for access and quality is just as important today as in 1960. Quality of transfer courses and services is a grave concern, given the diminished fiscal resources of the Community Colleges. The impact of their fiscal problems on access cannot be ignored since open access is an empty promise if the institution cannot offer the courses needed by students because of funding problems -- particularly by those intending to transfer at the junior level in a baccalaureate-degree program.

Changes Since the 1960 Master Plan

In compliance with Master Plan recommendations, both the University and the State University reduced their intake of first-time freshmen below the numbers projected for each segment. Community Colleges grew dramatically after the 1960 Master Plan, not only in the number of students enrolled but also in the diversity of their interests and objectives, previous educational backgrounds, and personal characteristics, particularly age and ethnicity in terms of more older students and more from ethnic minority groups. Numbers of transfer students increased rapidly, at least until the early 1970s.

Some of the conditions that led to the diversion of university-eligible students to Community Colleges under the Master Plan have changed. With declining numbers of high school graduates, space is no longer a problem for the University or the State University except for a few campuses and programs. Students from low-income families faced access barriers at the time of the Master Plan that <u>should not exist</u> now under State and federal student aid programs established long after the Master Plan. Finally, Proposition 13 in 1978 removed the State's fiscal incentive for shifting students to the Community Colleges since the State must now provide majority funding for these locally governed institutions.

This increase in diversity is reflected in changes in emphasis within the overall Community College mission of instruction in transfer courses, occupational education, general or liberal arts, remediation, and community education, with a smaller proportion of students interested in obtaining a baccalaureate degree and, hence, less interested in specific transfer courses. Recent years have also witnessed growth in "reverse transfer" to Community Colleges of students who have attended four-year institutions, but seek continuing education, particularly those who have been successful in baccalaureate-level work and may already hold a degree.

State goals have also changed somewhat since the 1960 Master Plan, with the State's commitment to access having expanded from simply making opportunity for postsecondary education available to anyone interested in pursuing it to requiring the various segments to seek out students from special populations that have not taken advantage of such opportunities in the past, particularly those from underrepresented ethnic groups and low-income families. Special efforts to enroll students from these groups include strengthened pre-college preparation as well as programs to motivate students to aspire to obtain higher education and to provide support services when they enroll. Since the Community Colleges have been foremost among the segments in enrolling such students, the State is highly dependent on the transfer programs of these institutions to achieve its affirmative action goals for higher education.

The Year of the Transfer Function

The year 1984 might well be said to have been the year of the transfer function in terms of the widespread attention having been given to it. Just before the start of the year, the Commission appointed its Ad Hoc Committee on Community College Transfer. This action was followed by the Community

Colleges Board of Governors assigning it a top priority for work in 1984. The Community College Chancellor's Office convened a Task Force on Academic Quality in 1983 that is dealing with a number of issues closely related to the transfer function. The three segments of public higher education have all been made keenly aware of problems raised by the Mexican American Legal Defense and Education Fund in the petition it filed, together with Public Advocates, Incorporated, with the boards of these segments more than a year ago; and all three have requested special funds for transfer centers in their budget change proposals for 1985-86. In addition, the California Roundtable on Educational Opportunity issued a statement in 1984 supporting transfer education.

Solutions to all problems and issues will not be found in 1985, nor will interest in the transfer function end. However, the collective interest of these diverse bodies in transfer reflects the State's continuing commitment to the achievement of its goals of access and quality.

AFFIRMING TRANSFER

The Community College transfer function is essential to fulfilling California's commitment of access to higher education for all who can benefit from it. It is imperative for assuring equality of educational opportunity for all of California's young people. As a result, the California Postsecondary Education Commission calls for a reaffirmation of the Community College transfer function and a recommitment to it by all of California postsecondary education.

California's two-year colleges have always had as a major function the preparation of students for transfer to four-year colleges and universities. The transfer function gained further importance, however, as a result of two principles expressed in the State's 1960 Master Plan for Higher Education: First, admission to the University of California and the California State University should be selective, in that freshmen should be selected from among only the top one-eighth and the top one-third, respectively, of all high school graduates. But second, this selectivity should not prevent anyone from pursuing postsecondary education through the bachelor's degree, if the student can demonstrate ability to do college-level work at an open-admission Community College.

Effective transfer programs involving the Community Colleges and the State's four-year colleges and universities have thus been a key to assuring both access and excellence in higher education to California's residents. Since 1960, hundreds of thousands of the State's young people have taken advantage of this opportunity:

- Until 1979, more than twice as many students transferred from Community Colleges to the State's public universities than entered these universities as freshmen. Since 1979, the ratio has been less than two to one, but it is still weighted heavily toward transfer students.

- In 1982-83, 21 percent of all baccalaureate degrees awarded by the University of California and more than 50 percent of those awarded by the California State University were granted to students who had attended Community Colleges before completing their bachelor's degree programs, or 40 percent of all undergraduate degrees awarded by these two segments.

The Community Colleges remain the institution of last resort for many who aspire to a baccalaureate degree. Despite significant efforts by the University and State University to improve the high school preparation and increase the eligibility for freshman admission of disadvantaged students, the need for effective Community College transfer remains great, and, in fact, is even more urgent than in 1960.

Some young Californians who are eligible for admission to the University or the State University as freshmen begin their baccalaureate studies at their local Community College because of family obligations, limited funds, or other reasons. Even though the number of these students may decline over the next decade, they deserve educational opportunities comparable to those of their contemporaries who are able to enroll directly in the University or State University.

A far greater number of students are ineligible to attend the University or State University as freshmen because they do not meet the admission requirements of these institutions, but they seek to become eligible for transfer by overcoming their previous academic deficiencies and demonstrating their ability at a Community College. Among those who seek a "second chance" are many disadvantaged students. Most low-income students and most Black and Hispanic students who currently attend college in California enroll initially in Community Colleges -- and thus any weakness in the Community College transfer function is particularly detrimental to them. One cornerstone of California's strategy for increasing enrollments of underrepresented groups at the University and the State University must be improvement of the transfer function.

The 35,000 Community College students who transferred to the University and the State University in the Fall 1983 term included only 2,221 Black and 3,409 Hispanic students. These relatively small numbers of Black and Hispanic students reflect a major weakness in California's tripartite system of higher education, since the large majority of such students who attend college enroll initially in a Community College. They share the same problems faced by other students intending to transfer but appear to encounter still other obstacles related to their previous educational experience, family circumstances, motivation, and institutional practices that create barriers to transfer.

Some important problems are shared by all transfer students:

- High school preparation has declined steadily in quality, with fewer students ready for college-level work when they first enroll. The job of the Community Colleges in remedying high school deficiencies has become ever more difficult, particularly in retaining and preparing educationally disadvantaged students for transfer into upper-division programs at the University and the State University.

- Second, among institutional problems are the severe funding shortages faced recently by Community Colleges and their impact on both quality and availability of transfer offerings and student services, including very large class size, insufficient course sections, outdated equipment, reductions in counseling staff, and most of all, uncertainty about what will be offered at any particular time.

- Third and finally, societal conditions continue to change in directions that produce negative incentives to transfer. The current emphasis on vocationalism leads some students to decide to find work without completing a four-year program, and a healthy economy produces jobs for young people who might stay in school during times of high unemployment. Military service has become an attractive alternative for some students with good academic potential. With such career and job alternatives available to young people, it is scarcely surprising that fewer of them are willing to invest time and money in working for a baccalaureate degree.

No one segment of California postsecondary education can revitalize the Community College transfer function under these conditions, just as no one segment bears responsibility for them. The commitment of all segments is essential for improving transfer opportunities. The California Postsecondary Education Commission calls attention to the commitment that is already increasing among the segments, and it offers its recommendations on the following pages in the interest of improving transfer opportunities still further.

From the Commission's perspective, the transfer function must involve these five essential elements:

1. Adequate high school preparation of potential transfer students;

2. Identification, assessment, and counseling of these students by Community Colleges;

3. Community College transfer offerings that are readily available and of high quality;

4. Clear information for students about transfer opportunities, requirements, and procedures; and

5. Close articulation of Community College and university plans and programs.

The following five sections of this report deal with each of these essential elements in turn. They present the Commission's findings about the present status of these elements, its conclusions about ways to strengthen each element where necessary, and its recommendations to all of the segments as well as to State officials about the next steps in this urgent process.

. . . the roots of the transfer decline in the Community Colleges may lie not in a faulty mechanism for enabling students to move from one institution to another, but in highly complex and volatile social attitudes toward the baccalaureate degree, coupled with a significant change in the make-up of California's population.

More than any glitch in the functioning of the transfer process, these social and economic factors have contributed to the decline of transfer rates, as well as to the sharp drop in new enrollments among those students who would normally attend community colleges as first-time freshmen.

These considerations, we submit, require a sociological study about the reasons students do not attend college, the relevance of college curricula to today's educational needs, the changing cultural emphasis of the population of the state, and the apparent lack of a commitment to future generations of students as exemplified by recent cutbacks in the taxpayers' willingness to provide financial support for education.

The most important task we have before us is not merely improving transfer opportunities and easing the transitions, but rather restoring the attitudes of young people to value the educational, cultural, and social beginnings represented by the investment of four or more years of their lives in a college education. No amount of fixing only the process will restore students' perceptions of the high intrinsic value of a collegiate education.

LELAND W. MYERS, Director
Internal/External Affairs
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College District

TWO

IMPROVING THE HIGH SCHOOL PREPARATION OF TRANSFER STUDENTS

Transfer education needs to be viewed as a continuum extending from the secondary schools through the Community Colleges to four-year institutions, with all levels of education carrying some responsibility for its success or failure. A conceptualization of student flow that illustrates this continuum is described in some detail in Appendix A, "The Context from the Commission's Report, Reaffirming California's Commitment to Transfer."

Ideally, preparation for baccalaureate-level work begins with planning during junior high school and continues with enrollment in appropriate courses at senior high school, in order to minimize the time that transfer students spend in pre-college courses at the Community Colleges. Some Community Colleges -- for example, Sacramento City College and Long Beach City College -- have active articulation programs with local secondary school faculty and administrators, but more colleges need to give a higher priority to this segment of the educational continuum

In reality, large numbers of students who enroll in Community Colleges with transfer objectives need a great deal of help in college to become ready for transfer, either because of a failure to take specific high school courses required for university admission, poor performance in those courses, or low test scores.

Community Colleges are required by law to admit anyone age 18 or over who can benefit from the instruction they offer. Because of the wide range of educational experiences their students bring, the Community Colleges view their mission as that of helping students move from whatever educational level they are at entrance to the achievement of their particular objectives. Because of their open-admissions policy, the Community Colleges do not require students to prepare for college-level work before they arrive. Strengthening the Community College transfer function will require intensifying these activities to foster high school-Community College articulation.

THE DILEMMA OF THE OPEN-DOOR COLLEGE

California is committed in its 1960 Master Plan and in subsequent legislation to offer all adults access to postsecondary education in the Community Colleges without regard to their previous educational attainment, and the opportunity to continue as long and as far as they are able to meet the standards of the institution in which they are enrolled. Among those availing themselves of such opportunity in the Community Colleges are high school dropouts, native- and foreign-born students with limited English language skills, students only slightly underprepared for college, and transfer-ready students who enroll for all kinds of reasons. As a result, their aspirations and objectives are as varied as their educational backgrounds and abilities.

The job of the Community Colleges is neither to track students into curricula on the basis of the skills and abilities they demonstrate when they first enroll, nor to give them open access to courses without regard to their ability to succeed in them. Instead, through assessment, counseling, placement, and follow-up, the colleges should assist new students to gain the skills and knowledge they need in order to achieve their educational objectives.

For students who do not get this kind of assistance, the open door often becomes a revolving door: they enroll in the courses of their choice and then drop out or change their objectives when they find that they are unable to do satisfactory work. The Community Colleges are committed to offering instruction appropriate to the needs and interests of their students within their broad mission and function, while maintaining standards appropriate to a collegiate institution that awards degrees and transfers its students to institutions granting the baccalaureate degree.

The dilemma which Community Colleges face is how to (1) have open access for all adults, and (2) maintain academic standards while (3) meeting the needs and responding to the interests of an increasingly diversified student population. Commitment to access and quality continues to be a "given" in the opinion of the Commission and State policy makers generally. The Commission believes that the Community College dilemma can be resolved by the ways in which they respond to incoming students' needs for assessment, counseling, placement in courses, and monitoring of their progress toward their goals.

These services are particularly important for the many students who indicate when they first enroll an intent to work toward a baccalaureate degree, either assisting them to acquire the necessary skills and fulfill transfer requirements or, for those who are unable or unwilling to achieve a transfer-ready level, helping them choose alternative goals and revising their educational plans accordingly. Such services should be a part of the enrollment procedure for all new Community College students, regardless of their ultimate objectives, as one means for the colleges to help students achieve their full potential after remedying their educational deficiencies.

INSTITUTIONAL EFFORTS TO STRENGTHEN HIGH SCHOOL PREPARATION

Many students who might have completed preparation for college-level work while in high school enroll in Community Colleges needing a great deal of remediation, particularly in English and mathematics. As a result, they are often delayed and sometimes discouraged in their pursuit of a degree and their transfer objectives. Such recent secondary school reforms as increased course requirements for high school graduation, improved curricular standards, and diagnostic testing to determine deficiencies within subject areas may reduce this problem of poor preparation, but high school dropouts under current law will be able to bypass such reforms and still be admissible to a Community College. Even for high school graduates, the need for remediation in Community Colleges will remain for some time -- both for strengthening skills and for overcoming deficiencies in subject-matter preparation. Thus all segments of postsecondary education should encourage high school students

to obtain better preparation for college, particularly in those high schools that enroll few University-bound students.

RECOMMENDATION 1. The California Community Colleges should work with their feeder high schools to encourage students to obtain better preparation for college and to improve articulation of their respective courses and programs in the basic skills and academic subjects as one means of increasing high school graduates' readiness to undertake college-level work when they first enroll in college.

STATEWIDE EFFORTS

Consistent with their open-door admission policies, Community Colleges do not require any special high school preparation for their students beyond what is required for high school graduation, since doing so would restrict access for those not expecting to attend college.

This philosophy of unrestricted access is commendable, since it provides a second chance for high school graduates who did not prepare themselves for college. However, it may also reduce the incentive of high school students to take college-preparatory courses at a time when the University of California and the California State University are demanding much better preparation on the part of their freshman applicants. Two years from now, the University will require these applicants to have considerably stronger high school subject-matter preparation than their predecessors. The State University is requiring only increased English and mathematics preparation now, but it has announced plans for additional subject-matter requirements for freshman admission by 1988.

These increased requirements will further widen the gap that already exists between Community Colleges and the State's public universities in the preparation of their freshmen for college-level work. Unless the Community Colleges take steps to narrow the gap, they will have to increase the remedial work they must offer to overcome the high school deficiencies of students planning to transfer, to avoid having the number of transfer students decline because of their poor high school preparation. Without restricting access and opportunity, the Community College must encourage high school students to obtain better preparation.

RECOMMENDATION 2. In light of increased subject-matter preparation required of freshman applicants to the University and the State University, the Board of Governors of the Community Colleges, in consultation with their Academic Senate, should develop a statement of recommended high school preparation for students expecting to enroll in a Community College that would include core preparation for students planning to enroll in transfer programs.

INTERSEGMENTAL EFFORTS

The Legislature in ACR 83 has called attention to a general lack of formal cooperative efforts among postsecondary institutions in outreach programs

designed to assist disadvantaged students in gaining access to postsecondary education. The same could be said about cooperative efforts to strengthen high school preparation generally. More formal regional articulation and consultation procedures among secondary school, Community College, and university faculties in related disciplines would help faculties achieve comparable rigor and content in courses and agreed-on student competencies, and the assurance that students have the necessary skills to succeed in baccalaureate courses. Opportunities are needed for faculty from the various segments to meet on a regular basis to discuss and agree on strategies to improve student preparation and to assure comparable standards.

The Academic Senates of the Community Colleges, the University, and the State University have been working cooperatively to develop statements of competencies in the basic skills and subject areas that are to be expected of high school graduates who are prepared for college work. These statements have potential for improving the preparation of high school graduates for higher education in any California college or university but especially in Community Colleges that might use them in lieu of requiring subject-matter preparation for admission. So far, however, the full potential usefulness of these statements has not been realized in either admissions or assessment procedures for placing students in college and university courses.

RECOMMENDATION 3. The Community Colleges, the State University, and the University should continue work on developing assessment procedures related to the Academic Senates' statements of basic skill competencies to be expected of high school graduates going to college, and the University and the State University should evaluate admissions criteria to relate them more directly to these needed competencies.

Community College faculty members should maintain academic and professional ties with their colleagues in secondary institutions to discuss student expectations in college-level courses and to establish follow-up mechanisms whereby feeder high schools are kept informed of the performance and persistence rate of their graduates. Faculty members should also demonstrate initiative and creativity in designing programs for faculty in secondary institutions to assist them in updating their professional skills, particularly in fields of rapidly growing technological advancement.

CARMEN M. DECKER and
ROBERT M. SILVERMAN
Academic Senate for California
Community Colleges

THREE

ASSESSING, IDENTIFYING, AND COUNSELING POTENTIAL TRANSFER STUDENTS

Identifying students who may have transfer objectives, counseling and advising them about transfer, assessing their academic skills and needs, placing them into appropriate levels of courses, and checking up on them periodically as they pursue their educational objectives are all critical tasks in a strong transfer program. Indeed, such services are equally important for Community College students with occupational and other objectives, in order to have high academic performance and persistence. Despite good examples of these services at many Community Colleges, a good deal needs to be done before there can be full implementation of them.

ASSESSMENT AND ADVISEMENT

When the student population of California's Community Colleges was increasing rapidly in both size and diversity during the 1960s and 1970s, the assessment of students' basic skills leading to their placement in appropriate courses was often considered to be prejudicial to students from ethnic minority groups and unnecessary for the growing number of older students with limited objectives. The open-door philosophy of the Community Colleges has often allowed students to enroll in the courses of their choice without prior assessment and counseling and, in the past, with grading policies that did not penalize them for failing. After more than a year of study, the Board of Governors in 1980 adopted more stringent grading policies and a more uniform grading scale for all California Community Colleges as an important reform. However, the colleges are not significantly penalized for students who do not complete courses, and a reduced general level of support has led to cutbacks in assessment and counseling services to increase persistence in courses..

Now, most Community Colleges have a renewed commitment to offer assessment, counseling, and course placement programs. The time of this turnaround cannot be pinpointed, but it occurred during the early 1980s and was given impetus by the national attention that was focused on the efforts at Miami-Dade Community College in Florida and by the California Community College Chancellor's Office Task Force on Academic Quality. The Los Angeles Community College District was an early leader in this movement through its Project ACCESS, along with the Learning and Retention Consortium (LARC) based in Sacramento. Many Community Colleges have by now made a good start in instituting new assessment services without special funding, but much remains to be done. The cost of full implementation of these services is considerable, but the cost to both students and society will be higher if Community Colleges do not make a determined effort to prepare students to succeed in college-level courses. The Commission supports such funding.

This array of student services, from initial assessment and identification through follow-up and evaluation, can open and expand rather than restrict opportunities for transfer for all students. Such services can be expensive, but they have proven to be a good investment at those colleges that have made them a priority.

The Governor has questioned whether new State support for these services should be appropriated prior to the reassessment of the Community Colleges' mission that will be made soon as part of the forthcoming review of the Master Plan that the Legislature and the Governor authorized in 1984. The Commission believes that this support should be provided now, because the transfer function of the Community Colleges is not likely to be eliminated in any redefinition of their mission resulting from this review, and Community Colleges cannot offer full services with existing funds.

RECOMMENDATION 4. The Chancellor's Office of the California Community Colleges should survey the Community Colleges to determine the degree of implementation in Fall 1984 of assessment, identification of transfer students, counseling services related to placement, and follow-up as a necessary step toward full funding of the implementation of these services.

RECOMMENDATION 5. The Legislature should enact provisions into statute with appropriate funding for assessing Community College students' needs and capabilities, assisting them in clarifying their goals, and monitoring their progress in achieving them. The Governor should approve such legislation as essential to helping Community College students increase their chances for success in the various courses of study. In addition to encouraging the provision of the services in Recommendation 4 by providing additional funds, the State should require accountability for their implementation.

IDENTIFICATION AND ENCOURAGEMENT OF POTENTIAL TRANSFER STUDENTS

Simply offering transfer opportunities to motivated students is not enough if students from presently underrepresented groups are to be full participants in transfer education. Many disadvantaged students may not have considered the possibility of transfer or are unaware of their academic potential, while others lack information and skills to take advantage of opportunities. Such students should be encouraged to consider transfer and keep open their option to do so by proper course selection.

Nonetheless, reductions caused by fiscal crises in recent years have led to shortages of counselors and faculty to watch out for potential transfer students who may not have considered transferring and help them make plans to overcome any past deficiencies and choose courses and objectives that do not restrict their educational options. These shortages have also hindered efforts to see how students are progressing and to evaluate the effectiveness of assessment, counseling, and placement in preparing them for transfer.

Student preparation for transfer may be inadequate in the absence of assessment of their basic academic skills such as reading, writing, computing, and

studying. Ideally, such assessment should be done before students complete their senior year in high school so as to allow them to remedy any deficiencies before they enter college.

RECOMMENDATION 6. The Community College Chancellor's Office and the Board of Governors, working with the Academic Senate, should develop guidelines for the involvement of faculty in identifying, encouraging, and advising transfer students, using their special insights into their own academic discipline and their students' ability to handle course work in the discipline.

RECOMMENDATION 7. The University and the State University should establish clear procedures for Community College students who intend to transfer to make up deficiencies in the new high school subject-matter requirements for freshman admission that will go into effect in the late 1980s. Community Colleges, in cooperation with the University and the State University, should evaluate high school transcripts of potential transfer students in order to help them make up any subject-matter and skill deficiencies as quickly and efficiently as possible.

It is our belief that if students were encouraged and expected to see a counselor not only when entering but also after completing 30 units, prospective transfer students could be more easily identified and provided assistance in a timely manner. We would like to consider a requirement that all students who have completed 30 units confer with a counselor, but our counseling staff is not large enough to implement this service. We have excellent follow-up capability but no support staff to do the actual follow-up with students.

DEL M. ANDERSON
Dean of Students
Los Angeles Harbor College

FOUR

ASSURING ADEQUATE COMMUNITY COLLEGE TRANSFER OFFERINGS

Good preparation for transfer involves both available course offerings and high quality instruction. This task is formidable, given the recent Community College funding crises and uncertainties and the several important functions beyond transfer that they are called on to perform.

Since the years immediately following the 1960 Master Plan, when large numbers of baccalaureate degree-bound students were diverted to the Community Colleges from the University and the State University, transfer education has declined in terms of student interest in transfer. This decline was accompanied by increased interest in occupational education as students became more vocationally oriented and enrolled in courses leading to immediate employment.

One approach to restoring transfer education to its former status with Community College students may be to experiment so as to emulate those occupational programs which have high student motivation, retention, and performance. Some of the attributes of such programs are a structured curriculum, clear expectations regarding student performance, explicit beginning and exit standards, and, above all, a strong sense of belonging on the part of students in the program. Transfer programs now tend to lack these attributes, since transfer courses enroll students with a wide range of objectives and abilities and students intending to transfer lack an identity that would enable them to become the kind of peer support group that reinforces motivation to persist and perform at a high level.

AVAILABILITY OF ADEQUATE COURSE OFFERINGS

Community Colleges must insure that they offer on a regular basis the kind and quality of courses needed by their students to meet both campus and program requirements for transfer to the University and State University. The provision of such courses needs to be a major Community College priority, because students' eligibility to transfer should not be limited by the availability of Community College courses.

Adequate availability of transfer courses involves both enough sections of entry-level courses and a sufficient range of sophomore-level courses for transfer students to be able to complete two years of their baccalaureate program before transferring to the University or the State University at the junior level. Currently, many Community Colleges face problems of a sufficient number of course sections and courses. To maintain a viable transfer function in all of the State's Community Colleges requires a commitment by the State to provide adequate funds to insure these course offerings.

RECOMMENDATION 8. Now and in any future action the Legislature may take to change the basis on which Community Colleges are funded, it should recognize

the cost of offering comprehensive, high-quality transfer programs and insure that each district has the financial resources to do so.

QUALITY OF COURSE OFFERINGS

The quality of transfer programs is determined by, but not limited to, good faculty, availability of instructional materials and equipment, high expectations of performance, and remedial and other academic suppport services as needed. Foremost among them is the quality of faculty. This quality has been threatened by the Community Colleges' fiscal crises as full-time faculty retirements created vacancies the colleges felt they could not afford to fill, as part-time faculty were employed who did not have time and resources to work intensively with potential transfer students, and as opportunities for professional renewal and for contact with colleagues at the university level declined or remained limited.

DEFINITION OF BACCALAUREATE-LEVEL AND OTHER COURSES

Two task forces are currently working on problems of course definition that affect transfer students: (1) an intersegmental group convened by the Chancellor of the State University and the Chancellor's Office of the Community Colleges to propose criteria for a baccalaureate-level course for use by all segments of higher education, and (2) a Community College group that has already made proposals to define an associate degree-level course.

The Community Colleges now have responsibility for identifying the courses they offer at the baccalaureate level for transfer, in accordance with procedures agreed upon by the University and the State University. These procedures work fairly well, but some university faculty members find that students from particular Community Colleges are poorly prepared in a lower-division transfer course or lack competence in some basic skills. Thus University and State University faculties are looking for better ways for insuring high quality and comparable content in courses designed to meet baccalaureate-degree requirements.

RECOMMENDATION 9. The Chancellor's Office of the Community Colleges should use its course classification system data base to find out (1) what kinds of courses are awarded baccalaureate-degree credit by the University and the State University and (2) subject areas where there is significant variation among the Community Colleges in the kinds of courses being certified as a first step in achieving greater consistency among the colleges in the nature of the courses they certify for transfer.

DIFFERENCES AMONG COMMUNITY COLLEGES

Community Colleges differ in ways that reflect differences in the communities they serve, especially the educational needs and interests of the local

students they enroll. Recent high school graduates who enroll may come from feeder high schools that offer inadequate preparation for college in terms of both subject-matter offerings and instruction in the basic skills needed for successful college work. Adults with poor secondary school preparation also attend Community Colleges and are likely to enroll with deficiencies in their basic skills. Thus it is not surprising to find differences among Community Colleges in the curriculum and support services they offer, the nature of the faculty they attract, grading procedures, the scope of particular courses, and other factors that may be related to the nature of the preparation they offer their transfer students.

Some Community Colleges with relatively large proportions of disadvantaged students see few transfer to four-year institutions, particularly to the University. Thus the feedback that such colleges receive on the performance of their transfer students in upper-division work tends to be unreliable because of the small number of students on which it is based. Both the University and the State University have begun to require their freshman applicants to have better high school preparation for college-level work and the University has had to select the most highly qualified applicants among those who are eligible for admission as freshmen, at least on some campuses and in certain impacted programs. Therefore, Community College transfer students will be competing in upper-division courses with native students who have had both strong high school preparation and a highly competitive lower-division experience. Getting their transfer students ready for such competition is becoming a real challenge for Community Colleges with large enrollments of underrepresented ethnic minority and other disadvantaged students.

The attainment of the goal of having a high quality faculty provide high quality instruction in transfer courses in each Community College would be enhanced by a faculty development program to help Community College faculty remain current in their fields, encourage them in a career-long process of academic renewal and invigoration, and provide them with a means to gain first-hand exposure to teaching in other segments or institutions.

The University provides high schools and Community Colleges with reports of the academic performance of their former students during their first year of enrollment at the University, compared with their performance in high school or Community College. In the past, it has prepared separate reports for the Community Colleges on (1) their transfer students who had been eligible for admission to the University as freshmen versus those who attained eligibility later and (2) those admitted with regular advanced standing versus those admitted as "special action" or exceptions to the standards, but its reports have changed with respect to scope and format over the years.

The State University has recently instituted a similar reporting procedure as a systemwide activity to complement campus-based reporting to feeder colleges, but its reports have been too recently instituted to yield generalizations about the performance of transfer students over time.

Both sets of reports have serious limitations with respect to their scope -- for example, the lack of information about students who drop out and those who persist to the bachelor's degree. Some Community College groups have also expressed interest in having performance data for "native" students in

both the University and the State University for comparison purposes. In any case, current reports tend to give false assurances to Community Colleges about the performance of all of their students who transfer.

RECOMMENDATION 10. The University and the State University, with the help of the Community Colleges, should revise their annual performance reports to the Community Colleges so as to include comparable information as far as possible about numbers of students and the quality of the performance of different types of students, including those who (1) were and were not eligible for freshman admission when they graduated from high school and (2) do and do not persist to the bachelor's degree after transfer.

RECOMMENDATION 11. The University and the State University, in consultation with the Community Colleges and the Commission, should design and execute a longitudinal study of Community College transfer students to obtain information about their lower-division course work and its applicability to various baccalaureate-degree requirements, student choices of campus and major, academic performance before and after transfer, persistence to the degree, and related matters pertaining to the question of how well the colleges are preparing students for transfer. Segmental representatives will be convened by the Commission to implement this recommendation.

PROGRAM OVERSIGHT AND REVIEW

Two general recommendations are made for reviewing transfer programs to improve their quality. Consistent with the Community Colleges' Board of Governors assigning top priority to the transfer function last year, local boards are viewed as an important resource for achieving accountability.

RECOMMENDATION 12. Local Community College Boards should make an annual assessment of their institutions' transfer function, including the quality and availability of transfer course offerings, problems encountered by their students in being admitted to four-year institutions or programs or in having courses accepted to satisfy baccalaureate-degree requirements, and the persistence and performance of their students after transfer.

Accreditation is a process that lends itself to transfer program oversight by an external review team. During the past year, the Commission was instrumental in improving high school accreditation standards and procedures with respect to the preparation of students for college and university work. The following recommendation is made with the knowledge that Standard Two in the Handbook of Accreditation and Policy Manual of the Accrediting Commission for Community and Junior Colleges of the Western Association of Schools and Colleges includes standards pertaining to transfer to four-year institutions, to insure that oversight with respect to the transfer function is not lost in any changes that may be made in accreditation procedures as a result of the study now being completed by the Chancellor's Office.

RECOMMENDATION 13. Regional accrediting procedures for Community Colleges should continue to insure specific attention to the transfer function, with standards relating to the quality and availability of transfer course offerings and services and the performance of transfer students.

Community Colleges need sufficient funding to reduce the class size in skills courses and to protect academic courses needed by transfer students by allowing these courses to be taught with few students.

EUNICE M. WOOD
Assistant Vice President,
Instructional Programs
California State University, Long Beach

One of the basic assumptions of the 1960 Master Plan with respect to the transfer function is that while the less successful, less well-prepared high school graduates are directed to the Community Colleges, these institutions are expected to raise these graduates' academic level to that required for transfer to the University of California or the California State University within a period of two or three years. These same students, after they transfer, are then expected to perform as well as the "native" students who were the "cream of the crop" when they finished high school. Needless to say, this was a formidable challenge in 1960; it has become even more so as a result of significant and far-reaching changes that have occurred in the California postsecondary educational environment since the 1960s -- changes that have affected and will continue to affect the transfer function:

- A shrinking pool of high school graduates;
- Significant declines in the levels of academic preparation of high school graduates;
- The changing nature of the Community College student population -- more ethnic minorities, more older, part-time students, more highly educated students seeking retraining opportunities;
- Changes in students' educational objectives, especially increased student demand for occupational and career-related programs; and
- A sustained period of underfunding for Community Colleges.

HILARY HSU, Chancellor
San Francisco Community College District

FIVE

IMPROVING INFORMATION FOR STUDENTS ABOUT TRANSFER

Ability to make wise decisions about transfer will be limited if students lack information about alternative transfer opportunities or about the institution of their choice. The best articulation agreements between Community Colleges and universities are of little value if potential transfer students do not know about them. Thus the availability of accurate up-to-date information about transfer opportunities, procedures, and requirements is an essential ingredient of the transfer function.

Statewide Articulation Council committees, segmental staff dealing with articulation and transfer matters, and campus articulation officers working with staff in nearby institutions produce a wealth of information about the transferability of Community College courses, general education or breadth requirements, and lower-division courses in the major to be taken in the Community College to meet transfer requirements. Much of the information appears to be ignored or misunderstood by Community College transfer students because it is not readily available to them when they need it most. Catalogs that contain out-of-date or misleading information, counseling centers that are understaffed, and students who either cannot make decisions about where to transfer or change their mind about majors and campuses while preparing to transfer all contribute to this problem.

NEW METHODS OF COMMUNICATION

The problem of communicating transfer information in California stems from the very wide range of options in programs and campuses that is available to Community College students. California has one of the most open transfer systems among those states that have comprehensive community colleges, in the sense that opportunities to pursue a baccalaureate degree are not limited to students who obtain a particular kind of associate degree. For example, much course work in occupational curricula at Community Colleges is acceptable to the State University for baccalaureate credit, and courses offered by the Community Colleges for transfer may not have equivalents on one or another University campus. But because of this openness and differences among university campuses in their transfer requirements, articulation between California's Community Colleges and the eight general University and 19 State University campuses is considerably more complex and potentially confusing to students than in most other states.

Catalogs, brochures, course equivalency guides, class schedules, and other printed material are of limited usefulness in informing Community College students about transfer opportunities, agreements, requirements, and procedures. Students have consequently been hampered in their planning and have lost both time and credit in transferring. Numbers of Community College counselors have been reduced as Community College funding has become inadequate to do all that they have been asked to do, so that supplementary means

need to be found to assist students to make informed course choices. One promising approach involves the use of student peer counselors in conjunction with credentialed counselors and faculty advisers so as to maintain person-to-person contacts in the information-seeking process. An increase in the number of Community College counselors is, of course, essential to effective assessment and placement services, but counselor time need not be spent on the task of giving out information if more accurate, less costly means are available to do so.

An important pilot project to improve transfer student planning in this regard is a specially funded cooperative endeavor of the University of California, Irvine, and Los Angeles Harbor College that makes it possible for transfer students and their counselors to obtain a virtually unlimited amount of transfer and articulation information from user-friendly micro-computers located on the Community College campus.

RECOMMENDATION 14. The computer-based transfer student planning system developed at the Irvine campus of the University in cooperation with Los Angeles Harbor College should be evaluated in terms of its effectiveness as a supplement to individual counseling about transfer and, if found to be effective, expanded to other campuses.

RECOMMENDATION 15. Statewide efforts to improve transfer information should build on regional campus-to-campus efforts to improve transfer information and services for the large majority of students who want to transfer to the closest University or State University campus.

CENTRALIZATION OF TRANSFER SERVICES

Many Community Colleges have established career centers, centers for re-entering women students, and centers for other special student groups, but few have established similar centers to help transfer students, in part because of fiscal constraints. Transfer is such a complex process that the details of diverse transfer programs need to be centrally available on each Community College campus in order for faculty and staff to advise students accurately about them. In addition, staff members from University and State University campuses need a particular location at each Community College as a point of contact for exchanging transfer information, resolving problems, and coordinating activities to improve articulation. Even more important, disadvantaged and "first generation" college students need special assistance to take advantage of transfer opportunities for two reasons: (1) the need to avoid the loss of time, credit, and money is particularly important to them, and (2) many of them lack both personal acquaintance with other students who have transferred and knowledge about coping with the complexities of transfer that college students have passed on from one generation to the next.

The Community Colleges, State University, and University have requested funds for improving transfer services in their budget change proposals for 1985-86, and the Governor has responded by including such funds in his budget.

RECOMMENDATION 16. Selected Community Colleges in pilot projects should designate a particular location on campus where information about transfer and other kinds of services for students interested in transfer to a four-year institution are available. In order to insure the success of these efforts, the Commission recommends that the following six principles be followed:

1. Primary responsibility for organizing and coordinating services to potential transfer students should rest with the Community Colleges themselves;

2. All information on transfer, including housing and financial aid, should be available in one physical location on each campus;

3. The State should provide additional resources for pilot projects to implement these centralized transfer services on several campuses;

4. The projects should involve University of California and California State University staff who provide on-the-spot transcript evaluations, financial aid analyses, and answers to questions about their respective campuses;

5. Each pilot project to enhance transfer information should be coordinated by its college with its efforts to assess and monitor the progress of all its students; and

6. A thorough and independent evaluation should be required of the projects after a reasonable period of time.

COURSE IDENTIFICATION AND NUMBERING

A better approach than the present system of articulation at the course level is needed to help transfer students determine what Community College courses are acceptable in meeting requirements of the various campuses of the University and the State University. In 1983, the Commission was asked by the Legislature to study the possibility of a common course-numbering system for public postsecondary education in California, including alternatives that would achieve the same objective. The Commission has since investigated the efforts of other states to coordinate course numbers, and in its December 1984 report, Common Course-Numbering Systems, it proposed to the Legislature that the Legislature fund statewide implementation of the California Articulation Number (CAN) system, which is already in use at a large number of California colleges and universities.

RECOMMENDATION 17. The California Articulation Number System should be implemented by the University, the State University, and the Community Colleges with special State funding for this purpose.

TIMELY INFORMATION ABOUT IMPACTED PROGRAMS

Since the number of qualified applicants for both freshman and advanced standing admission exceeds the number of spaces available for new students on some campuses and in some programs of the University and the State University, freshmen and transfer students cannot always be admitted to the campus or the program of their choice. Transfer students who qualify for admission to such programs with junior standing may be denied admission or diverted to another campus or program. Each campus, however, has considerable autonomy in setting lower-division requirements for its programs and in deciding which Community College courses meet them. The resulting diversity of requirements may lead redirected students to lose credit and have additional lower-division requirements to complete after transfer if they are admitted with such deficiencies. This problem affects disadvantaged students in particular because they are less able financially to cope with unexpected changes and delays in completing their baccalaureate programs than are other students.

Community College students need feedback from the University and the State University as they progress through their lower-division programs so as to be able to make timely adjustments in their aspirations, plans, and programs. The problem is how to let them know both the ground rules for getting admitted -- the criteria for being selected from among all qualified applicants -- and the probability of being selected by departments on different campuses at different times. Since these standards and probabilities change annually in relation to demand, such information can at best be only advisory. Nonetheless, even advisory information can help prevent unnecessary disruptions in the progress of transfer students toward the baccalaureate degree.

In 1970, when Community College transfer students appeared to have difficulty being admitted to four-year institutions in competition with other qualified applicants, the Legislature expressed its intent in Education Code Section 66202 that such transfers have priority in admission over most other groups of applicants.

RECOMMENDATION 18. The University and the State University should make clear to the Community Colleges how they are currently implementing the intent of the Legislature with respect to priorities in enrolling undergraduate students. They should state clearly how and under what circumstances enrollment alternatives are offered to qualified applicants to impacted programs and campuses.

RECOMMENDATION 19. In dealing with impacted programs and campuses, the University and the State University, in cooperation with the Community College, should also develop an "early warning" system to advise transfer students about the likelihood of being admitted to the campus and program of their choice and to assist those not likely to be admitted in making alternative plans to achieve their educational goals.

SIX

COORDINATING ENROLLMENT PLANNING

Without better coordination of planning involving Community Colleges and California's public universities, improvements in the previous four elements of the transfer function -- high school-Community College articulation, assessment and advisement, adequate course offerings, and available information -- will not result in transfer students proceeding through their baccalaureate-degree programs in an orderly, timely fashion. In addition to extensive efforts at articulation between individual Community Colleges and university campuses, improvement is needed in intersegmental enrollment planning for transfer students. Additional cooperation is imperative to permit each segment to fulfill its own responsibilities -- the Community Colleges for identifying, preparing, and tracking potential transfer students, and the University and State University for admitting all students who meet their eligibility requirements.

INTERSEGMENTAL ARRANGEMENTS

Enrollment planning by the University and the State University has been intrasegmental rather than intersegmental, with freshman applicants for whom space is not available having been given the option of enrolling on other campuses in the same segment where space is available but not at nearby Community Colleges or other institutions.

Intrasegmental planning worked well when facilities were expanding in advance of enrollment demand since both qualified freshman and transfer applicants had reasonable assurance of being admitted to the campus and programs of their choice. It no longer is adequate, however, because of a vastly increased demand for freshman admission to certain campuses and programs and because of "caps" on enrollments and limited physical facilities.

RECOMMENDATION 20. Options offered freshman applicants to the University and the State University who cannot be admitted to the campus to which they apply because of enrollment limitations should include doing their lower-division work in a Community College with assurance of priority in being admitted at the junior level upon satisfactory completion of lower-division requirements.

UNDERGRADUATE ENROLLMENT PLANNING

In the absence of any system for identifying, assessing, and tracking potential transfer students in the Community Colleges, the University and the State University do not know how many transfer students to expect each year on each campus and in various programs requiring specialized facilities, thus making enrollment planning for undergraduate students difficult. This

uncertainty about the number of Community College students who want to transfer each fall can lead to either more spaces being reserved for them than will be used, with qualified freshman applicants to the University and State University being turned away, or else to insufficient space being reserved for Community College transfer students who have completed their lower-division requirements.

The University and State University are able to estimate relatively well their numbers of first-time freshmen and continuing and returning undergraduates, but the Community College pool of potential transfer students has not yet been defined in a way that is useful for upper-divison enrollment planning. The number of Community College students who express interest in transfer greatly exceeds the number who actually transfer, and little is known about their eligibility to do so -- the high school subject deficiencies they must make up, the kind of program in which they are enrolled, their grades and persistence in baccalaureate-level courses, and even their continued interest in earning a bachelor's degree.

The Community Colleges that have already implemented the assessment and monitoring services advocated earlier in this report should be able to advise the University and the State University periodically about the number of their students who, on enrolling, plan to transfer, the number continuing to plan on transferring as they progress through the lower divison, and these students' interests with respect to their transfer campus and major. While the students being counted may not be those who finally transfer, this information should be useful to the University and State University in their planning.

RECOMMENDATION 21. With the assistance of selected Community Colleges, the Chancellor's Office of the Community Colleges should work with the University and the State University to develop a plan for reporting to them on a regular basis the number of Community College students planning to transfer, including (1) the number preparing for each campus and impacted major, and (2) their progress in completing lower-division transfer requirements.

COURSE AND PROGRAM COORDINATION

Better planning will not, of course, insure automatically that Community College students will be able to transfer to the campus and into the program of their choice. As long as demand for undergraduate admission to certain campuses and programs of the University and the State University exceeds their available space, some transfer students who qualify for admission with junior standing may be denied or delayed admission or redirected to another campus or program. As noted earlier, such redirection may be a serious problem because of differences that exist among campuses in their course requirements for upper-division standing or graduation in particular programs.

RECOMMENDATION 22. The University and the State University, in consultation with the Community Colleges, should each conduct a study to find out what happens to Community College students who apply for advanced standing admission, including (1) how many apply, (2) what proportion of the applicants

meet eligibility requirements, (3) how many are offered admission to the campus to which they first apply, (4) how many are offered redirection to another campus or program, and (5) the extent to which students accept redirection. The study should also examine the extent of loss of time and credit experienced by students who accept redirection, and should pay particular attention to hardships experienced by low-income and other disadvantaged students who are redirected, including financial aid and housing problems.

OCCUPATIONAL COURSES AND PROGRAMS

Students pursuing occupational education programs in Community Colleges now have opportunities to transfer to the State University to earn a baccalaureate degree, but questions about the kind of degree that is most appropriate and the transferability of some Community College occupational courses that are also taught by the State University at the upper-division level need to be answered in order to improve transfer opportunities.

The State University offers baccalaureate degrees in some occupational fields in which the Community Colleges offer associate degrees, with the result that Community College courses may be taught at the upper-division level in some State University programs, thus impeding transfer into some of these programs. In addition, uncertainty exists about what kind of baccalaureate degree is most appropriate for students in these Community College occupational programs. At least three options have been tried by universities in California or elsewhere: (1) a bachelor's degree in the liberal arts and sciences, toward which occupational courses may be given elective credit, (2) a baccalaureate degree in an applied field -- for example, nursing or accounting -- wherein Community Colleges courses need to be articulated with upper-division courses in the major; and (3) a special baccalaureate degree designed for Community College transfer students in occupational programs.

Making a case for one or more of these options will be easier when information about baccalaureate-level courses proposed in Recommendation 9 above becomes available, but any new bachelor's degree for occupationally oriented transfer students must not be -- or be perceived to be -- a second-class degree if it is to attract the high-ability students now enrolling in Community College occupational programs.

RECOMMENDATION 23. The Community Colleges and the State University should review articulation agreements in occupational fields in which both associate- and baccalaureate-degree programs are offered, in order to assess whether significant problems exist with respect to the placement of courses required for the major at both the lower- and upper-division levels.

RECOMMENDATION 24. The State University should continue to provide access to traditional baccalaureate-degree programs for Community College transfer students with occupational majors while looking at new approaches to help such students complete baccalaureate-degree requirements.

In resolving the problem of excessive numbers of students preparing for one particular program on a particular campus, we believe in advising students early on and throughout their preparation of the level of competition they can expect to prevail at the time they will apply. Also, we feel students considering a particularly popular program must be informed on the variety of options open to them in related fields for which they might prepare and make application. The University of California already has many efforts ongoing to make such information available, but the "transfer center" initiative being planned will contribute substantially to our resources for individual advising and counseling of potential transfers.

MARGARET HEISEL
Admissions and Outreach
Office of the President
University of California

SEVEN

BASING TRANSFER POLICY ON INFORMATION

Over the past year, as the Commission has investigated the problems of Community College transfer, it has been particularly struck by the lack of factual information about transfer conditions. No one knows, for example, how many Community College students are eligible for University or State University admission as freshmen but choose to attend a Community College instead. Little is currently known about how long transfer students must enroll to complete their bachelor's degree program or, if they do not, the reasons why.

In the previous pages, the Commission has offered its recommendations for strengthening the transfer function, based on the present state of knowledge about transfer students and programs. Far better data are needed if the segments and the State are to be able to evaluate the effects of special efforts to improve programs and services. To this end, a concerted effort must be made by the Community Colleges, the State University, and the University individually and collectively to gather useful and comparable information about student interests, needs, plans, readiness to transfer, performance, and persistence. A year from now, when the Commission reviews the progress that has been made in implementing the recommendations in this document, it hopes to be able to report progress on this research agenda.

Recently the Commission launched a new project to help improve the kind of information that the University and the State University feed back to the high schools from which their freshmen enroll, with the goal of assisting high schools in preparing their graduates for college-level work. This project has involved the Community Colleges in developing a similar reporting system to their feeder high schools. The Commission has concluded that this project should be expanded to include refinement of University and State University reports to Community Colleges on the performance of their transfer students as one component of setting and evaluating transfer policies.

The Commission also urges support by the Governor and the Legislature for monitoring student flow and the transfer process, such as that proposed as part of the assessment, counseling, and follow-up activities of the Community Colleges advocated earlier in this report. Funding for these activities is an important step by State government in strengthening the transfer function.

. . . the transfer function of the Community Colleges is a crucial one. It provides the key to access to higher education in this State to students who would otherwise find higher education effectively denied to them. All policy decisions must be made with this important idea in mind. Any barriers which inhibit student access to Community Colleges and which inhibit their ability to transfer to the other segments of higher education must be removed.

MARY ANN PACHECO, President
Community College Association

. . . we hold that so long as a substantial portion of the State's college-bound population is expected to complete its lower-division study in Community Colleges, we must do everything possible to ensure that Community College students' opportunity to continue is comparable to that of native students.

ROBERT O. BESS, Vice President
for Operations and Finance
California State University, Sacramento

It is the University of California's goal to accommodate all qualified applicants both at the freshman and at the advanced standing level . . . . Although campuses have experienced some problems, especially for Fall 1984, in accommodating the unexpected increase in the student demand, there has been less difficulty in this area in regard to admitting students at the advanced standing level. In fact, current University admission policy gives highest priority to qualified transfers from California Community Colleges who have completed two years of transferable academic work (84 quarter or 56 semester units). Furthermore, for the future, the University's Undergraduate Enrollment Plan projects a larger decrease at the freshman level than at the advanced standing level. We will continue to make every effort to accommodate qualified advanced standing applicants, and we expect that during the coming years campuses will come considerably nearer to the 40/60 lower- and upper-division ratio envisioned by the Master Plan.

ALICE COX, Assistant Vice President
Student Academic Services
University of California

APPENDIX A

THE CONTEXT FOR THE COMMISSION'S REPORT REAFFIRMING CALIFORNIA'S COMMITMENT TO TRANSFER

A Staff Report to the
California Postsecondary Education Commission

PREFACE

This report is intended to provide context for the previous policy document by setting forth several affirmations and shared understandings about the transfer function as an intersegmental responsibility, offering a conceptualization of student flow, presenting quantitative information that is now available relating to this conceptualization, and commenting on some of the major gaps in knowledge about the transfer function.

Among the new data contained in this report that have not been published previously by the Commission are (1) the numbers of Community College students who transferred to California's independent colleges and universities in Fall 1983, and (2) the results of an analysis of baccalaureate degrees granted by the University of California and the California State University in 1982-83 so as to show percentages awarded to Community College transfer students and other students by major discipline.

The staff of the Commission hopes that this report will be helpful in providing background for the Commission's conclusions and recommendations.

ONE

AFFIRMATIONS AND UNDERSTANDINGS

AFFIRMATIONS

Certain principles and policies have remained constant since the Master Plan of 1960 and deserve reaffirmation. Primary among them is the State's commitment to provide opportunity to enroll and continue in postsecondary education to the baccalaureate degree to all Californians who are interested and can meet the standards, at the lowest possible cost consistent with quality. This commitment extends to all residents without respect to sex, ethnicity, socio-economic status, or quality of elementary or secondary education.

Essential to this commitment by the State is the Community College transfer function for the very large number of students who begin a baccalaureate-degree program in these institutions. This commitment must include opportunity for these students to complete the baccalaureate degree, with financial aid available to those with need. Support of the transfer function implies a commitment by the State to provide adequate funding for the Community Colleges to insure high quality of instruction and services and sufficient course offerings to prepare these students for admission to the upper division. This commitment need not detract from the importance of other Community College functions, but the importance of transfer needs to be affirmed since changing demographics might suggest to some policy makers that this function have a lower priority than others.

This affirmation of the transfer function in no way implies that the Community Colleges should revert to "junior colleges" or feeder-institution status. Instead, it calls attention to the need for Community Colleges to continue to be recognized as higher education institutions at a time when the demand for baccalaureate education may be declining.

Affirmation of the transfer function requires support of articulation that begins with elementary education and continues at least through the baccalaureate degree. Community Colleges are one very large and important link between public schools and four-year collegiate institutions and thus have an opportunity to bring about improvements in the preparation of students for college and university work.

Community Colleges are an appropriate institution for all kinds of students to begin baccalaureate-degree programs. However, Community Colleges need to raise the aspirations, improve the preparation, and in general support the efforts of disadvantaged and underrepresented groups with respect to increasing their numbers who are awarded a baccalaureate degree.

COMMON UNDERSTANDINGS

A number of common understandings that are based insofar as possible on research and experience are set forth below as a context for the conclusions and recommendations in the Commission's policy report. Some are philosophical in nature and thus open to debate among informed policy makers, but many are generalizations from common knowledge about the transfer function. These understandings can be categorized in six general areas: (1) responsibility for the transfer problem, (2) the question of numbers, (3) identifying potential transfer students, (4) preparation for transfer, (5) access and campus choice, and (6) the value of higher education.

Responsibility for the Transfer "Problem"

No one segment of education bears sole responsibility for transfer problems. At the same time, the various segments should not be seen as equally responsible at all times for the transfer process. Secondary schools, the Community Colleges, the University of California, and the California State University are all partners in assuring the smooth flow of students through the system to whatever level they are motivated and academically able to achieve. At any one time, the responsibility of one segment is of course heavier than that of the others, but success or failure depends on the cooperation of all segments.

Underrepresentation of Blacks and Hispanics among transfer students from Community Colleges continues to be a very serious problem, since the large majority of students in these ethnic groups who enroll in college after high school graduation are initially in a Community College. However, transfer issues are not simply ethnic minority student problems, since the broad issues of preparation for and access to upper-division programs are relevant to Community College transfer students generally.

Although the decline in the number of Community College students who transfer to the University and the State University may have abated, problems remain that require attention at the State level, rather than ad hoc adjustments in institutional practice.

The Question of Numbers

There is nothing intrinsically good about increased numbers or higher rates of transfer from Community Colleges to the University and the State University, nor are decreasing numbers necessarily indicative of failure of the transfer function. Changes in numbers are simply one indication that changes are occurring in the Community Colleges and in their relationships with secondary schools and four-year colleges and universities that often reflect societal changes.

At the present time, there is no widely accepted agreement on how to compute a transfer rate. Furthermore, student data that might define the actual size and characteristics of the pool of potential transfer students are not now normally found in the Community College student data base.

Identifying Potential Transfer Students

Counselors, faculty, and other Community College staff are taking renewed responsibility for advising students about transfer opportunities and encouraging those with academic potential for upper-division work to transfer to baccalaureate-degree-granting institutions. Nevertheless, problems remain in developing and using effective methods for identifying potential transfer students, particularly those from underrepresented ethnic groups who do not have transfer goals or are not ready for college-level work when they first enroll in a Community College. New assessment and placement programs being implemented in various Community Colleges offer promise of improving the identification process so as to provide information and assistance to potential transfer students early in their enrollment.

Preparation for Transfer

Community Colleges will remain open-door institutions, but they need to convey to secondary schools the need for high school graduates to be better prepared to undertake college-level work as Community College freshmen, especially if they expect to transfer after two years to a four-year college or university.

Community Colleges must offer a consistently high quality of lower-division work to prepare students to transfer and to compete successfully with native students in a wide range of programs in both public and independent institutions that award the baccalaureate degree.

Community Colleges play an essential role in helping students with serious academic deficiencies become eligible for admission to the University and the State University with advanced standing. The success of the universities' current outreach programs may reduce the dependence of Black, Hispanic, and other disadvantaged students on Community Colleges, but Community Colleges must continue their efforts to increase the number of transfer students from these underrepresented ethnic groups, particularly students with inadequate secondary school preparation for college.

Access and Campus Choice

The ability of the most popular urban campuses of the University and the State University to enroll a significantly larger number of undergraduate students is questionable because of the nature of their facilities and the specialized interests of their faculties. Thus the admission of first-time freshmen and transfer students and the enrollment of continuing and returning students on such campuses is a zero-sum problem requiring careful enrollment planning if space is to be available to all qualified students.

The responsibility of the Community Colleges is to insure as a major priority that courses needed by their students to meet campus and program transfer requirements are offered on a regular basis. Ability to transfer should not be limited by availability of Community College courses.

Community College students who are eligible for and interested in transfer to the University and the State University can now enroll somewhere in the segment to which they apply. However, enrollment limitations on some campuses and in some programs make it impossible for some transfer students to enroll on the campus and in the program for which they have completed all requirements in the Community College. Nonetheless, faculties on the various campuses of the University and the State University continue to have autonomy in establishing subject-matter requirements that may differ from campus to campus, thus creating some hardships for Community College transfer students who must be redirected. Better intersegmental planning and information sharing will reduce but not eliminate such hardships.

The Value of Higher Education

Students with the potential to succeed in postsecondary education should be encouraged and enabled to enroll for as long and as far as they are interested and able to meet academic standards, at least to the baccalaureate degree.

Narrow estimates of the labor force's needs for trained workers at various levels should not limit the State's commitment to provide opportunities for postsecondary education to at least the baccalaureate degree for those who can benefit from it.

The need for Community Colleges to be more effective in motivating and preparing disadvantaged students to pursue baccalaureate degrees is not in question, but problems need to be solved before such students reach participation and completion rates equal to those of students from families with some tradition of going to college. All educational institutions and segments must be committed to achieve this goal of equal opportunity for all.

ISSUES AND PROBLEMS

Issues and problems are easily confused in an area as complex as the Community College transfer function. As further context for the Commission's conclusions and recommendations for improving transfer, several areas of controversy have been identified in which problems relating to transfer still exist but basic principles are not at issue at this time.

The Community Colleges as an open-door institution for anyone seeking postsecondary education is <u>not</u> an issue now. However, past Community College practices and programs for helping new students who are unprepared for college-level work in various curricula are a problem about which the Commission is making recommendations that are consistent with actions taken by the Board of Governors of the Community Colleges.

High school subject-matter or grade-point requirements for Community College admission are also <u>not</u> an issue now, in that none are being proposed. However, the increasing gap between the preparation of Community College and university-bound high school students is a problem for Community College

students preparing to transfer to institutions where competition for grades among students with very strong high school preparation is intensifying.

The commitment of the University and the State University to find places for qualified Community College applicants for admission for advanced standing is not an issue. However, finding the best means for doing so is still a problem as student demand for admission to some campuses and programs exceeds space available at both the freshman and upper-division levels and as more native students persist. Four-year institutions do not regard the need to redirect some qualified applicants as an issue but need to know more about the problems and barriers faced by transfer students who are not admitted to the program or campus for which they have prepared.

Faculty autonomy is also not an issue, whether in the Community Colleges, the University, or the State University. However, transfer student problems arise when articulation agreements are missing, outdated, or simply ignored. Transfer students who are redirected may face special articulation problems since faculty autonomy prevails at the campus level, as well as in each segment, and transfer agreements relating to Community College courses that satisfy specific requirements of the four-year institutions tend to be campus specific.

Finally, quality of transfer information is not an issue but the means used to make it available to Community College students appears to entail problems. Transfer opportunities exist only to the extent that potential applicants have accurate, up-to-date, and timely information about a wide range of options related to transfer. Delivery system problems involve questions of who, where, when, and how to get transfer information to Community College students, some of which the Commission addresses in its recommendations.

TWO

CONCEPTUALIZING STUDENT FLOW

The flow of students from high school to college and through college to the baccalaureate degree in California may be described as a two-stage process because of the significant role played by the Community Colleges in providing lower-division instruction for the large majority of recent high school graduates attending college. Any assessment of the health of the Community College transfer function needs to be tied to the nature of this flow in terms of student persistence and performance.

STAGE ONE: FROM HIGH SCHOOL TO COLLEGE

At the first stage, patterns of flow from high school into the three public segments and, to the extent possible, the independent colleges and universities are examined, together with rates of persistence through the sophomore year and into the upper division. Within the four-year segments, success is measured by how well they prepare their first-time freshmen for transition to upper-division status as reflected by persistence during the lower division and the academic performance of those who persist into the upper division. In the Community Colleges, at least four sub-groups of first-time freshmen need to be assessed -- those eligible to enroll as freshmen in the University on the basis of their high school record, those eligible to enroll in the State University as freshmen, and those who are ineligible because of minor subject deficiencies from high school and those with major deficiencies in preparation or level of performance. The persistence and the quality of preparation of each group for upper-division work must be assessed in looking at the Community College transfer function. While many, varied factors could be suggested to account for differences in the likelihood of success of students in the various sub-groups, one common measure of success is the number who transfer and their subsequent persistence and performance in four-year institutions.

STAGE TWO: FROM LOWER-DIVISION STATUS THROUGH THE BACCALAUREATE

The second stage of the student-flow model involves the flow of native and Community College transfer students through the upper division to the baccalaureate degree. Once the characteristics of these upper-division students are established, attention can be given to differential rates of attrition for various sub-groups based on institution of origin as freshmen, basis for admission (freshman eligibility versus ineligibility, and regular versus

special action), sex, and ethnicity. Also of interst in assessing transfer is the level of performance of the various sub-groups who do and do not persist through the upper division to the baccalaureate degree, especially the number who leave in poor academic standing. Time to the degree -- number of terms and credits -- is still another measure of performance because of the higher cost of education to the student and the State after transfer and in the upper division.

The second question for the second stage of the student-flow model is how many native and transfer students who begin their junior year at a four-year institution are still enrolled there the following fall as juniors or seniors, how many drop out, and what similarities and differences are there between the two groups. Assessment also requires a comparison of the academic performance of native and transfer students among the persisters.

Finally, of those entering the upper division, the percentage persisting three or four years to the baccalaureate degree is the final measure of success on which native and transfer students may be compared.

Clear-cut answers to student flow questions are not readily available at the present time, since there are no good estimates of the number of University and State University eligible freshmen enrolling in Community Colleges or information about the nature and extent of deficiencies of those enrolling. However, answers to such questions would be helpful in providing a context for evaluating the Community College transfer function under the 1960 Master Plan. In other words, sheer numbers of Community College transfer students are less significant in evaluation than an assessment of the relative success of the Community Colleges and four-year institutions in helping the top one-eighth or one-third of the California high school graduates make the transition from first-time freshman to upper-division status and then persist to the baccalaureate degree. Another very important part of the question is the success of the Community Colleges in remediating students who aspire to transfer but would have been ineligible for freshman admission to the University or the State University, especially those from underrepresented minority groups.

THREE

DATA RELATING TO STUDENT FLOW

THE FLOW FROM HIGH SCHOOL

College-going rates for recent high school graduates increased steadily but rather slowly for both the University of California and the California State University during the past decade, from about 12.7 percent in Fall 1974 to 15.9 percent in Fall 1983, or about one-half the number eligible to enroll as freshmen. Somewhat more than 40 percent of recent high school graduates enrolled in Community Colleges until Fall 1983, when the percentage fell to 37.5. Year-to-year comparisons of Community College rates are not feasible because data from several large districts have been missing or unreliable from time to time. Proposition 13 in 1978 had the effect of lowering the enrollment of new freshmen in Community Colleges statewide, but other effects on freshman enrollments from year to year are difficult to assess. However, data do not support the hypothesis that past increases in University and State University freshman enrollments have been at the expense of Community College enrollments, since increases have not come from geographic areas where Community College enrollments declined.

More than 3 percent of California high school graduates enroll in the State's independent colleges and universities -- 3.4 in Fall 1983. However, no information is available from out-of-state and private non-degree-granting institutions.

What happens to the large number of University- and State University-eligible high school graduates who do not enroll in these segments is not known at this time although the Commission's follow-up study of the 1983 high school graduates will provide some information in this regard. Some enroll in Community Colleges but little is known about the number or how far they persist, except that 30 percent of the students transferring to the University in Fall 1982 did so with junior standing and were eligible for University admission as freshmen when they graduated from high school. Interest in the nearly 40,000 high school graduates in the upper third of their class who did not enroll in the University or the State University in 1983 is high in examining student flow, particularly if they enrolled in a Community College. The apparently significant decrease in first-time Community College freshmen between 1982 and 1983 may well lead to fewer transfer students in the near future, unless the still large group that enrolled included a larger proportion of University- and State University-eligible freshmen than in the past.

THE FLOW OF TRANSFER STUDENTS FROM COMMUNITY COLLEGES

The Commission has compiled information about the flow of Community College transfer students to the University and the State University that dates back to Fall 1965 and to independent California colleges and universities for the past three years (California Postsecondary Education Commission, 1982a, 1982c, 1983a, and 1984a). Table 1 on page 49 displays the number of Community College students who transferred to the University and the State University between 1965 and 1983, together with the number of recent California high school graduates enrolling as freshmen in these two segments each year. Numbers transferring to independent institutions are not shown since information is available for only three years and is not entirely comparable from year to year because of differences in the institutions which reported data. However, for Fall 1983 -- the year for which the most complete information is available -- a total of at least 2,807 students transferred to 38 independent California institutions, as shown in Table 2 on pages 50-52, together with numbers who transferred to the University and the State University that year.

The volume of transfer from Community Colleges to the University and the State University is impressive, compared with the flow of high school graduates into four-year institutions as freshmen. The University and the State University differ significantly, however, with respect to the relative proportions of first-time freshman and transfer students they enroll. The number of freshmen enrolled at the University after graduation from high school has always exceeded the number of new Community College transfer students -- by a two-to-one ratio from 1971 through 1976 and by a ratio of higher than three to one now. The reverse has been true for the State University, where the ratio of Community Collges transfers to first-time freshmen has been about two to one.

CHANGES IN THE VOLUME OF TRANSFER

No rates of transfer can be computed and no statement can be made about changes in such a rate over the past two decades, since there is no agreed-upon pool of potential transfers to use in computing a rate. However, the number of students who transferred from Community Colleges to four-year institutions declined after peaking in 1972-73 and again in 1975-76, until 1982-83 when a small increase was found for both segments. Factors associated with changes in numbers of transfer students are numerous and complex, including the end of the military draft and the G.I. bill for educational benefits during the 1970s, and California's changing economy.

While numbers of transfer students may appear to be the kind of information about which the segments have the greatest certainty, problems of definition place limits on its reliability. The Commission obtains numbers from fall-term enrollment tapes provided annually by the University and the State University on which "last institution attended" -- high school, college or university -- should be coded for each new student. The code implies little about the amount of work completed at the last institution. Thus Table 1

TABLE 1 *Number of Community College Students Who Transferred to the University of California and the California State University, Together with Numbers of First-Time Freshmen Enrolling in the University and the State University from California High Schools, 1965 Through 1983*

Year	Community College Transfer Students			First-Time Freshmen	
	Fall Term		Full Year	Fall Term Only	
	UC	CSU	CSU	UC	CSU*
1965	2,948	14,603	--	--	14,023
1966	3,761	19,295	--	12,341	15,574
1967	3,702	22,059	--	13,072	16,082
1968	3,785	26,596	--	11,665	18,844
1969	4,458	28,207	43,963	12,066	17,539
1970	5,166	29,059	49,245	13,233	18,984
1971	6,154	32,546	52,989	13,637	19,306
1972	7,165	34,619	53,820	14,358	22,094
1973	8,193	33,089	51,335	15,011	22,210
1974	7,813	32,646	51,144	14,915	22,886
1975	8,002	35,537	52,917	15,460	23,239
1976	7,123	32,653	51,230	14,935	23,498
1977	6,392	34,001	51,159	14,820	23,867
1978	6,193	31,609	47,430	15,850	24,668
1979	5,649	30,428	46,326	16,534	25,703
1980	5,428	30,490	46,649	16,340	25,470
1981	4,778	30,026	45,283	16,580	23,500
1982	5,137	29,824	45,400	16,897	24,016
1983	5,305	30,274	45,726	18,323	23,250

*Fall statistics represent about 90 percent of first-time freshmen who enter during the full year.

Source: California Postsecondary Education Commission.

TABLE 2 Flow of Community College Transfer Students to the University of California, the California State University, and Independent California Colleges and Universities, Fall 1983

Community College	Number Transferring to UC	CSU	Independent*
Allan Hancock	34	159	11
Antelope Valley	21	137	20
Barstow	3	19	0
Butte	8	401	14
Cabrillo	169	264	16
Canyons	9	107	7
Cerritos	28	522	36
Chabot	73	535	30
Chaffey	35	280	40
Citrus	21	263	58
Coast:			
Coastline	3	46	21
Golden West	76	528	39
Orange Coast	251	926	130
Compton	6	92	10
Contra Costa:			
Contra Costa	31	147	8
Diablo Valley	213	766	78
Los Medanos	6	69	5
Cuesta	11	297	14
Desert	19	111	16
El Camino	125	799	134
Foothill-De Anza:			
De Anza	122	655	43
Foothill	127	390	54
Gavilan	17	78	12
Glendale	69	344	66
Grossmont:			
Cuyamaca	3	44	2
Grossmont	57	552	45
Hartnell	27	197	12
Imperial Valley	14	128	6
Kern:			
Bakersfield	28	338	17
Cerro Coso	8	43	0
Porterville	10	78	8
Lake Tahoe	5	18	0
Lassen	7	59	1
Long Beach	31	637	42
Los Angeles:			
East Los Angeles	50	351	37
Los Angeles City	88	407	53
Los Angeles Harbor	47	351	36
Los Angeles Mission	3	41	8

TABLE 2 (continued)

Community College	Number Transferring to UC	CSU	Independent*
Los Angeles Pierce	117	741	40
Los Angeles Southwest	5	129	10
Los Angeles Trade-Technical	7	136	13
Los Angeles Valley	93	513	61
West Los Angeles	37	166	26
Los Rios:			
American River	131	726	29
Cosumnes River	21	151	13
Sacramento City	101	539	22
Marin:			
Indian Valley	6	92	7
Marin	84	269	27
Mendocino	4	48	3
Merced	16	243	6
Mira Costa	33	78	11
Monterey Peninsula	66	192	25
Mount San Antonio	36	583	64
Mount San Jacinto	13	51	6
Napa	36	177	8
North Orange:			
Cypress	30	382	29
Fullerton	63	744	59
Ohlone	33	252	14
Palo Verde	0	4	0
Palomar	116	427	50
Pasadena	119	704	156
Peralta:			
Alameda	51	141	20
Feather River	2	24	2
Laney	32	148	18
Merritt	51	174	21
Vista	4	10	1
Redwoods	13	262	11
Rio Hondo	14	200	33
Riverside	104	342	33
Saddleback	134	509	65
San Bernardino:			
Crafton Hills	15	113	13
San Bernardino Valley	40	348	24
San Diego:			
San Diego City	84	271	32
San Diego Mesa	90	643	63
San Diego Miramar	4	38	2
San Francisco	118	855	37
San Joaquin Delta	83	471	130
San Jose:			
Evergreen Valley	15	173	6
San Jose City	14	222	16

TABLE 2 (continued)

Community College	Number Transferring to UC	CSU	Independent*
San Mateo:			
Canada	29	145	18
San Mateo	109	543	38
Skyline	21	165	11
Santa Ana	51	356	43
Santa Barbara	281	213	34
Santa Monica	214	395	113
Santa Rosa	77	589	30
Sequoias	27	303	27
Shasta	30	265	8
Sierra	42	354	14
Siskiyous	7	65	4
Solano	47	167	17
Southwestern	30	250	28
State Center:			
Fresno	12	585	26
Kings River	6	163	8
Taft	1	24	3
Ventura:			
Moorpark	70	308	33
Oxnard	19	37	5
Ventura	132	299	38
Victor Valley	7	87	5
West Hills	1	45	3
West Valley:			
Mission	6	102	11
West Valley	108	609	49
Yosemite:			
Columbia	6	62	2
Modesto	40	438	22
Yuba	27	225	9
TOTAL	5,305	30,274	2,934

*Independent institutions include Azusa Pacific, Biola, California Baptist, California College of Arts and Crafts, California Institute of Technology, Center for Early Education, Chapman, Claremont-McKenna, Cogswell, Fresno Pacific, Golden Gate, Harvey Mudd, Holy Names, Humphrey's, Loyola-Marymount, Los Angeles Baptist, Meno, Mills, Monterey Institute of International Studies, Mount Saint Mary's, Occidental, Pacific Union, Pepperdine, Pitzer, Point Loma, Pomona, Saint Mary's College of California, Scripps, Simpson, Southern California College of Optometry, Stanford, Westmont, Whittier, Woodbury, and the Universities of La Verne, the Pacific, Redlands, San Diego, Santa Clara, and Sourthern California.

Source: California Postsecondary Education Commission.

may overestimate the number of students obtaining lower-division preparation in Community Colleges.

This information on the flow of transfer students is of little use in the conceptualization of student flow since Community College students take varying amounts of time and course work before moving to the University and the State University, thus making it impossible to monitor the progress of groups of Community College freshmen to the point of transfer. Furthermore, many transfer students from Community College enrolled initially in a four-year institution, including but not limited to the University or the State University. Finally, little is known about the class standing of Community College transfers when they first enroll in the University or the State University, although such information is necessary to understand student flow, in making comparisons with students who entered these institutions as freshmen.

ACADEMIC PERFORMANCE AFTER TRANSFER

For at least 30 years, the University has been providing high schools and Community Colleges with annual reports of the academic performance of their former students during their first year of enrollment at the University, compared with their performance in high school or Community College. In the case of the Community Colleges, the University has in the past prepared separate reports on their transfer students who would have been eligible for admission to the University as freshmen on the basis of their high school record versus those who attained eligibility in the Community Colleges, and on those regularly admitted with advanced standing versus those admitted under "special action" or as exceptions to the standards. The State University has only recently instituted a similar reporting procedure as a system-wide activity to supplement the more limited campus-based reporting to feeder institutions.

Both sets of reports have serious limitations with respect to scope, the most important of which is their exclusion of students who do not persist after transfer. Little is known about the size of the groups that do not persist to the baccalaureate degree, their academic standing when they drop out, or their reasons for doing so. Furthermore, numbers of students included in the performance reports cannot be reconciled with those obtained from enrollment tapes supplied to the Commission because of differences in definitions used in the two kinds of reports, with the performance reports showing significantly smaller numbers of transfer students "charged" to Community Colleges than appear on the enrollment tapes.

Given these limitations in the performance reports, a few tentative generalizations can be made regarding students who persist after transferring to the University:

1. The average drop in grade-point average of about one-half point from the Community College to the first year in the University is reasonable in terms of expected "transfer shock" and small enough that all who are regularly admitted with advanced standing should be able to achieve at least a grade-point average of at least C (2.0) at the University.

2. A relatively small percentage -- less than 15 -- of Community College transfer students are on academic probation at the end of their first year of University enrollment, while at least one-third achieve a grade-point average of B (3.0) or better.

3. Comparisons of Community College transfer students who would have been eligible for admission to the University as freshmen and those who achieved eligibility in the Community College show that the latter group earn lower grade-point averages both before (0.14) and during the first year after transfer (0.25) but differences are small and grades are well above the minimum required for good academic standing.

4. Differences among Community Colleges in the performance of their transfer students at the University appear large, but only one-third have a sufficiently large number of students transfer to the University to produce a reliable estimate of performance. Differences among the University campuses to which students transfer compound the problem of reliability.

Based on recent systemwide reporting by the State University, the differential between Community College and State University grade-point averages is smaller than that found for transfers to the University and may be close to zero. One explanation for this difference may lie in the nature of the competition for upper-division grades at the two segments, in that transfer students to the University are competing with a highly selected native-student population that has persisted to the junior level, while State University transfers are competing largely among themselves because of the relatively small number of native students at the upper-division level.

BACCALAUREATE DEGREES AWARDED

In 1982-83, 21 percent of the University's 21,328 and 50 percent of the State University's 42,959 baccalaureate degrees went to students who had attended Community Colleges before completing their baccalaureate-degree programs. These percentages should be viewed only as approximations of the number of degrees awarded to Community College transfer students, since many of these degree recipients enrolled at several institutions en route to the degree and may have spent only a short time in a Community College. Still, they compare favorably with the percentages awarded to "native" students who enrolled directly from high school and were awarded 45 percent of the University and 20 percent of the State University baccalaureate degrees. Intercampus transfer students within the segments accounted for 8 percent of the University and 14 percent of the State University degrees; transfers between these two segments accounted for 5 percent of the University and 3 percent of the State University degrees; and transfers from other types of institutions accounted for the remaining 21 and 13 percent, respectively. Table 3 shows that, by and large, Community College transfer students received their baccalaureate degrees in the same fields as native students: at the University, in the social sciences, the life sciences, and engineering as the top three choices; and at the State University, in business and management, the social sciences, and engineering.

TABLE 3 Baccalaureate Degrees Awarded by the University of California and the California State University by Type of Student and Discipline, 1982-83

Discipline	University of California				California State University			
		Type of Student*				Type of Student*		
	Total N	Native	CC Transfer	Other Transfer	Total N	Native	CC Transfer	Other Transfer
Agriculture	523	50%	19%	31%	1,020	25%	52%	23%
Business and Management	946	54	22	24	11,523	20	52	28
Communication	451	50	16	34	2,241	22	47	31
Computer and Information Sciences	562	43	24	33	881	20	42	38
Education	122	51	23	26	2,066	19	55	26
Engineering and Related Technologies	2,066	53	22	25	4,051	21	44	35
Foreign Languages	409	41	21	38	398	19	43	38
Health Sciences	433	24	8	68	2,377	16	52	32
Letters	1,281	35	23	42	1,337	18	47	35
General Studies	291	34	37	29	2,318	17	53	30
Life Sciences	2,431	51	20	29	1,304	27	40	33
Mathematics	536	45	21	34	425	28	36	36
Multi-Interdisciplinary Studies	1,679	48	18	34	366	13	43	44
Physical Sciences	768	42	26	32	780	21	41	38
Psychology	1,592	47	20	33	2,222	14	53	33
Social Sciences	4,606	44	20	36	3,509	18	50	32
Visual and Performing Arts	1,264	30	27	43	2,169	19	47	34
Other**	1,368	38	22	40	3,972	21	52	27
Total	21,328	45	21	34	42,959	20	50	30

*The rows for each segment add to 100 percent.

**"Other" includes architecture and environmental design, area and ethnic studies, home economics, philosophy and religion, protective services, public affairs, renewable natural resources, and parks and recreation.

Source: California Postsecondary Education Commission.

OTHER STUDIES

Other California studies relating to student flow are described briefly in Appendix B.

FOUR

GAPS IN KNOWLEDGE ABOUT STUDENT FLOW

QUANTITATIVE INFORMATION

The student flow model is basically quantitative in nature and requires data on (1) numbers of students entering and progressing through the various segments of postsecondary education, (2) their academic performance at various levels, and (3) their eventual achievement of a baccalaureate degree.

Present knowledge is fairly good regarding numbers of recent high school graduates entering various California colleges and universities, numbers of Community College students transferring to four-year colleges and universities in California in the course of their baccalaureate-degree programs, and gross numbers of students from various sources who receive a baccalaureate degree each year. However, neither individual students nor groups entering at a particular time are being monitored systematically through their degree programs at this time. Since only a small proportion complete their programs after four years of full-time, continuous enrollment -- particularly among those entering Community Colleges or the State University as freshmen -- numbers of students awarded degrees cannot be related meaningfully to numbers enrolling as freshmen four years earlier.

The following are some important gaps in quantitative information needed for the student flow model:

- Numbers of high school graduates eligible for University or State University admission as freshmen who do not enroll anywhere;
- Numbers of University and State University "eligibles" who enroll in a Community College and percentages who persist to the baccalaureate degree;
- Numbers of Community College students with a baccalaureate degree goal who were ineligible for University or State University admission as freshmen and percentages who persist to the baccalaureate degree;
- Rates of persistence to junior standing of students who enter the University or the State University as freshmen and how long they are enrolled before attaining such standing;
- Grades earned by University and State University students who drop out before attaining junior standing and the percentage of such students dismissed because of poor grades;

- Rates of persistence of native and transfer students from junior standing to the baccalaureate degree and the amount of time and credit needed to complete the upper division; and

- Grades earned by native and transfer students who drop out after attaining junior standing and the percentage of such students dismissed because of poor grades.

While not a part of the student flow model, information about the flow of native and Community College students into graduate and professional schools after receiving a baccalaureate degree from the University and the State University would also be useful in any further inquiry into the transfer function.

OTHER GAPS IN KNOWLEDGE

Gaps in non-quantitative information about student flow are as critical as gaps in purely statistical information. Knowledge based primarily on anecdotes and experience needs to be documented with the results of systematic inquiry into reasons for and conditions surrounding student choice of and flow through postsecondary education.

Some of the questions worthy of such investigation appear to be:

- Why does student flow vary as much from county to county, in terms of both volume and choice of segment, and what are the implications regarding access and opportunity?

- In what ways do young people who do not pursue postsecondary education after high school graduation differ from those who do, particularly among those eligible for University or State University admission, and does the State need to do anything more to encourage and assist those not now going on?

- What happens to students who enter Community College with the goal of a baccalaureate degree who do not transfer, and are they not transferring because of problems that one or more of the segments should look into?

- To what extent are perceptions about Community College transfer opportunities responsible for student choice and decision making, particularly perceptions based on faulty information?

- What advice are high school counselors now giving their college-bound students about enrolling in a Community College as a first step in obtaining a baccalaureate degree?

- To what extent and for what reasons are qualified transfer students lost to the system after being redirected from impacted campuses and programs?

- How much credit earned in a Community College is lost upon transfer and for what reasons?

- Why do so few Black and Hispanic students transfer from Community Colleges to the University and the State University, compared with Asian and non-Hispanic white students, and what should be done to encourage and assist more to do so?

These questions and gaps in quantitative knowledge that have been identified comprise a partial but extensive research agenda for the next few years. The follow-up portion of the study of the eligibility of high school graduates in 1982-83 for freshman admission to the University and the State University should provide some insights and statistics that will be useful in refining questions and needs for data on student flow. However, further research with larger samples of college-going students will be needed to obtain information that will enable the State and the segments to assess their policies, practices, and programs related to access and student flow.

APPENDIX B

Other Reports on Transfer Research and Plans

During the past ten years, a series of transfer research reports and plans have been prepared by the University, the State University, the Community Colleges, and the Commission. Some have been made in response to specific legislative requests, while others have been the result of initiatives taken by a particular segment. The reports that are summarized below include intersegmental plans and procedures for improving transfer, segmental status reports on transfer students, longitudinal studies, and related Commission activities.

PLANS AND PROCEDURES FOR IMPROVING TRANSFER

In July 1979, the Commission published Increasing the Rate and Retention of Community College Transfers From Underrepresented Groups, which had been prepared by a joint staff committee of the University, the State University, and the Community Colleges in response to 1978-79 State Budget Act Language that directed them to document segmental efforts to achieve this objective. The Budget Act also directed the Community Colleges to make proposals for helping the University and the State University identify underrepresented students who have potential to transfer, and instructed the Commission to comment on the report.

Commission staff comments on the report included the observation that the production of a joint intersegmental report was an event of considerable importance as a vehicle for bringing people together to exchange information and establish new channels of communication and that the report was a useful resource with respect to ongoing programs and services, despite its lack of transfer data.

The 1980 Plan for Obtaining Community College Transfer Student Information

In March 1980, the Commission published a Plan for Obtaining Community College Transfer Student Information in response to State Budget Act Language adopted in 1979. The Commission developed this plan with the assistance of all four segments of public and independent higher education in California.

The report set forth segmental plans for obtaining the desired information and a timetable for doing so. It also included extensive background information about eligibility to transfer, availability of academic performance and persistence data, and limitations of existing data and reporting procedures. It ended with recommendations for removing barriers to transfer through outreach, admissions, financial aid, and support services.

The Commission's Report on the Implementation of the 1980 Plan

As promised in the 1980 plan, the Commission issued a Report on the Implementation of a "Plan for Obtaining Community College Transfer Student Information" in April 1981 to inform the Legislature and others of progress made during the year since the plan was adopted. This report included the most recent available information about the flow of Community College transfer students to the University and the State University, together with a summary of University performance data, but it indicated that no new types of information had been gathered that had been recommended in the plan.

The 1980 Community College Survey Report, Identifying and Assisting Transfer Students

In September 1982, the Chancellor's Office of the California Community Colleges issued a summary of the findings of a survey of Community College policies and practices in identifying and assisting potential transfer students. This report, Identifying and Assisting Transfer Students: Survey of Current Policies and Practices, revealed differences among California Community Colleges and districts in both philosophy and practice regarding the identification of potential transfer students, particularly their responsibility for such identification. The report also raised questions about the articulation of Community College courses with those of the University and State University as well as about the latter's general education and major requirements.

In December 1982, Commission staff commented that the report was useful in sharpening the issues related to identifying potential transfer students and that such issues must be resolved as part of any actions to improve assistance to such students. Staff also observed that mechanistic processes of identification are inadequate, insofar as they overlook students who may have the academic potential to do baccalaureate-level work but lack information or guidance about such opportunities.

RECENT STATUS REPORTS ON TRANSFER

The University's 1984 Report to the Regents

The University issued a status report on the Transfer of Community College Students to the University of California at the time of its Regents' meeting in October 1984. In addition to discussing changes that have been occurring since the 1960 Master Plan, the report presents new information about the first-year grade-point averages of students who transferred to the University in Fall 1982, including a comparison of those who transferred with junior standing with that of native students who enrolled in the University as freshmen and transfer students from four-year institutions.

The 1984 Report of the Community Colleges' Chancellor's Office

The California Community Colleges Chancellor's Office issued a comprehensive report on transfer education in October 1984 that had been prepared by the Analytic Studies Unit, using a wide range of secondary sources of material to document what has occurred in the evolution of the transfer function. The report also attempts to explain and interpret changes over time in the flow of transfer students to the University and the State University, primarily in terms of events external to the Community Colleges. Appendices to the report contain a large amount of quantitative information that is not readily available elsewhere.

STATEWIDE LONGITUDINAL STUDIES

The State University's Longitudinal Study

The California State University has issued four reports (1976, 1978, 1981, and 1983) from its longitudinal study of first-time freshmen who entered the State University in Fall 1973 and of transfer students who entered a Community College in Fall 1973 and transferred to the State University in Fall 1975. The State University's computerized Enrollment Reporting System, including its Student Enrollment File and its Degrees Conferred File, was used to track these students to graduation or until almost none were still in the Enrollment File. Continuation and graduation rates are given by ethnicity and major and for different Community College and State University campuses, but no information is available about the students' academic performance -- either the grades earned by the students after enrolling in the State University or their academic status when they dropped out, whether on probation, dismissal, or clear standing. The study found that the long-term graduation rate was relatively low for both native and transfer students.

The University's Report on Retention and Transfer

Retention and Transfer (University of California, 1980) is the report of its Task Group for the Undergraduate Enrollment Study in the Office of the Academic Vice President. It deals with graduation rates for some samples of University freshmen as well as the persistence and academic performance of samples of Community College transfer students.

Because of differences among the University's campuses in the availability of data, the study had to be carried out as a set of campus-based sub-studies, rather than a systemwide study. As a result, the data supports relatively few systemwide generalizations and have been subject to criticism that campuses reporting certain kinds of Community College data are not representative of the entire University. Still, like the State University's study, Retention and Transfer raises questions about the ability of Community College transfer students to persist to the baccalaureate degree, particularly

those who were ineligible for freshman admission when they graduated from high school.

The Community Colleges' Statewide Longitudinal Study

The recent Statewide Longitudinal Study of the California Community Colleges (Hunter and Sheldon; Sheldon; Sheldon and Hunter) followed samples of students between 1978 and 1981 by means of enrollment records and telephone interviews at 15 Community Colleges under a grant of federal funds administered by the Chancellor's Office. This study placed little reliance on transcripts of the students' college work; instead, it used periodic self-reports of the students' goals, objectives, progress, and transfer between institutions as its major source of data for its follow-up reports.

The Commission's Longitudinal Study

The Commission published the results of a longitudinal study of Community College students in Through The Open Door: A Study of Patterns of Enrollment and Performance in California's Community Colleges (Commission, 1976) that commenced with students entering in the Fall 1972 term. When the special appropriation for the study expired after three years, the Commission attempted to follow transfer students into the University and the State University. The results were unsatisfactory because the State-level data bases of these segments did not lend themselves to this kind of research in that students who dropped out were not in the data bases and performance data were missing for still other students.

RELATED COMMISSION REPORTS ON ELIGIBILITY AND EQUAL EDUCATIONAL OPPORTUNITY

The Commission's Eligibility Reports

One series of studies conducted by the Commission and its predecessor, the Coordinating Council for Higher Education, that is relevant to the transfer function deals with the eligibility of California high school graduates for freshman admission to the University and the State University. These studies have been designed to find out whether current admission requirements produce the eligibility pools of 12 1/2 percent for the University and 33 1/3 percent for the State University that were recommended in the 1960 Master Plan.

While all high school graduates are eligible for admission to Community Colleges, the results of the eligibility studies have implications for them in terms of changes in the size and nature of the groups that are ineligible for University or State University freshman admission and the nature of the deficiencies they would have to make up in a Community College in order to become eligible for admission with advanced standing to the University or the State University.

The most recent eligibility study -- the fifth in a continuing series -- involves the high school class of 1983 and, like its predecessor in 1976, includes a follow-up of the eligibility study sample to find out where they go to college and, if not, what they are doing after high school graduation.

The Commission's Equal Educational Opportunity Reports

Commission staff reports on equal educational opportunity and student affirmative action programs in the three public segments of higher education began in 1976 with Educational Opportunity in California Postsecondary Education (Commission, 1976) and have continued through Commission Staff Comments and Recommendations on Equal Educational Opportunity Programs for the 1984-85 Budget (Commission, 1984b).

While only one -- Evaluation of Community College Student Affirmative Action Transition Programs -- A Report to the Legislature in Response to Assembly Bill 1305 (1981) deals exclusively with transfer programs (Commission, 1983), most have implications for improving the flow of ethnic minority and other disadvantaged students into and through baccalaureate-degree programs, the Community College Extended Opportunity Programs and Services (EOPS), California Student Opportunity and Access Projects, and various programs of the University and the State University.

Low persistence and underrepresentation of Blacks, Hispanics, and other disadvantaged groups among Community College transfer students are long-standing problems which have been the focus of attention by both segmental and intersegmental efforts over the years, and Commission reports on equal opportunity and affirmative action have dealt with them as part of a larger problem of access and opportunity.

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